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3 NOV 1977

MEMORANDUM FOR: Director of Central Intelligence

VIA: Acting Deputy Director of Central Intelligence
Acting Deputy Director for Administration
Director of Logistics

25X1 FROM: [REDACTED]
Acting Chief, Real Estate and Construction
Division, OL

SUBJECT: Additional Information Regarding Collocation
of CIA/DIA Facilities

REFERENCES: (a) Memo dtd 7 Oct 77 to DCI and Dep Sec of
Defense fm [REDACTED] and [REDACTED]
subject: Collocation of CIA/DIA Facilities
(DDA 77-5496; OL 7 4595)

(b) Undated Memo to EA/DCI fm DCI (Requesting
Additional Info on Collocation of CIA/DIA
Facilities)

1. This memorandum provides the additional information
you requested concerning the possible collocation or consolida-
tion of CIA/DIA facilities at Langley. You identified four
areas about which more specifics were desired:

a. The current status of DIA's planned construction
at Bolling AFB including all approval, design, and con-
struction dates.

b. Similar information for the collocation/consolida-
tion of CIA/DIA facilities at Langley including proposals
for accelerating such construction.

c. Information on terminal occupancy dates for
present DIA buildings and which of those can be extended.

d. More specific arguments for the proposed colloca-
tion/consolidation.

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2. Regarding the status of DIA's planned construction at Bolling, Attachment 1 provides two Gantt charts depicting all DIA actions taken on this project to date as well as those scheduled between now and final occupancy. You will note that during the early years of the project and during the preparation of the Environmental Impact Statement (EIS), the DIA facilities were to be included in the Defense Office Building Complex which was to be constructed at Bolling AFB but which was subsequently cancelled. It has taken DIA approximately six years to obtain environmental design data, prepare and have approved an EIS, coordinate with and obtain the approval of local governmental bodies, the most notable of which was the National Capital Planning Commission (NCPC), select an Architect-Engineer (A-E), and complete all preliminary engineering studies and conceptual design. This has all been accomplished by DIA, and on 31 October 1977 they entered into a contract with the A-E for 30 percent working drawings; i.e., they initiated final design. As indicated on the second chart, they estimate that design will be completed by November 1978, construction will begin in May 1979, and final occupancy will occur in the spring of 1982, over ten years since the project was first initiated.

3. A similar chart depicting the time in which collocation or consolidation of CIA/DIA facilities could occur is provided as Attachment 2 and three different schemes are shown. The first assumes collocation only. The second assumes consolidation of CIA/DIA facilities in one or two major new structures of sufficient size to accommodate both CIA and DIA consolidation needs. The third assumes consolidation or integration of DIA requirements at Langley in accordance with the presently approved (by NCPC) preliminary master plan for the Agency. This latter option minimizes total time anticipated for project approval by NCPC, but would accommodate DIA needs only (not CIA consolidation needs) because the size and population levels provided for in the preliminary master plan are sufficient to meet only DIA's requirements, not both CIA and DIA requirements. The feasibility study provided by Reference (a) indicated that collocation or consolidation would result in a several year delay of DIA project completion. This judgement was made on the basis of DIA's experience as cited in paragraph 2, general guidance received from the General Services Administration (GSA) as to their experience, and the assumption that routine governmental procedures would be followed throughout. The schemes shown on Attachment 2 indicate

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that contrary to the information provided earlier, it would be theoretically possible, using extraordinary procedures, to complete the proposed collocation/consolidation in the same general time frame as that proposed by DIA at Bolling; however, to do so would require the following:

a. Approval for the Agency to contract directly on a negotiated basis with a single firm for both design and construction so that both can proceed simultaneously rather than consecutively as currently planned by DIA. It might be possible for the DCI to grant such approval by utilizing his extraordinary operational authorities as contained in the CIA Act of 1949 although such an approach would have to be investigated by the Office of General Counsel. Barring this, then a delegation from the Administrator of GSA, and in all probability Congressional and Presidential concurrences, would be required. In any event, in this approach we are effectively trading time for money and total contract costs could be expected to exceed those which would result if construction were accomplished in accordance with normal, competitive, firm fixed-price procedures.

b. Direct participation by the DCI, and even possibly the White House, to ensure that Congressional approval and funding, and local governmental approvals including Environmental Protection Agency (EPA) and NCPC are all obtained within a maximum of nine months. Based on GSA experience, approvals often require as much as 18 months; but, with appropriate interest at the most senior levels of Government, shorter approval periods have been obtained.

4. While the above described approach is conceivable, we must caution that based on our experience and those of other agencies with which we are familiar, it is unlikely that the necessary authorities and governmental approvals could be obtained or accomplished within the times specified, except in the case of a widely accepted public exigency. The history of the Route 66 Corridor project is a vivid example of the delays which can result should environmental, local government, or citizen opposition develop and be pursued within the legal system. You are, of course, in a far better position to assess the realities or limitations of the approaches we suggest, and we add this note of caution only to ensure that all information is submitted for your consideration.

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5. The information you requested on terminal occupancy dates for present DIA buildings is included as Attachment 3. We are convinced that either lease extensions or satisfactory alternate arrangements can be made for each of these properties and that the expiration dates for these facilities are not of critical significance in considering collocation or consolidation.

6. In order to obtain more specific arguments for the proposed collocation or consolidation, we thought it desirable that an Agency representative in each major functional area where advantages/savings might occur have an opportunity to meet with his counterpart within DIA to assess this possibility. DIA initially objected, arguing that this constituted an expansion of the original study; and it was not until 25 October that DIA agreed, based on urging from Mr. McMahon, Acting Deputy to the DCI for the Intelligence Community, to permit such interviews. Following that, full cooperation was provided by DIA, and the interviews listed in Attachment 4 were held. In each case, the Agency interviewer was asked to assess the advantages and disadvantages of collocation or consolidation and provide you with all pertinent facts and his overall conclusions. Their individual reports are included as Attachments 5 through 14. A partial listing of the advantages which would result include the following, but the attachments should be read in full if all considerations are to be fully appreciated.

a. Information Systems -- Consolidation of CIA/DIA document storage and retrieval programs appear to have some major benefits and the consolidation of biographic intelligence would result in increased effectiveness and efficiency.

b. Printing & Graphics -- CIA printing plant equipment is not currently being utilized to capacity and, with additional staffing, could absorb DIA printing requirements without the necessity for DIA to build a new plant as planned. The existing CIA plant would also make available to DIA quality and production capabilities not currently available with existing DIA equipment.

c. ADP -- The collocation of CIA/DIA SAGE and the joint use of ADSTAR could generate one-time savings of approximately \$2,000,000 and recurring annual costs of

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\$600,000 to \$700,000. Significant future savings would undoubtedly occur through the avoidance of duplicate development of new ADP systems.

d. Schooling -- Collocation alone would improve coordination and probably increase participation in the training programs of both agencies. Consolidation would generate additional advantages in terms of reducing duplication of training support functions (personnel, security, logistics, etc.) and better faculty utilization and cross-fertilization.

e. Photography -- Advantages would accrue primarily in the areas of photographic support, i.e., better utilization of facilities, equipment, and personnel; common acquisition of supplies and maintenance services; centralization of research and development; and greater depth of capability and response than either Agency possesses alone.

f. Communications -- Collocation of CIA/DIA facilities would generate modest savings through the use of existing CIA transmission facilities. Consolidation, however, could generate significant economies of scale with regard to all communications resources provided the CIA/DIA complex rather than the Pentagon become the focal point for all DIA communications.

g. Analysis -- Collocation or consolidation would improve operational effectiveness and achieve certain efficiencies, particularly in areas of intelligence production where the interface between the agencies is extensive.

7. If I can be of further assistance, please let me know.

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Attachments

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